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## BEFORE THE ARIZONA CORPORATION

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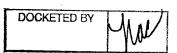
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AZ CORP COMMISSION DOCUMENT CONTROL

Arizona Corporation Commission

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IN THE MATTER OF THE COMPLAINT OF ESCHELON TELECOM OF ARIZONA, INC. AGAINST QWEST CORPORATION Docket No.: T-01051B-03-0668

QWEST CORPORATION'S EXCEPTIONS TO RECOMMENDED OPINION AND ORDER.

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I. INTRODUCTION

On September 11, 2003, Eschelon Telecom of Arizona, Inc. ("Eschelon") filed a Complaint ("Complaint") against Qwest Corporation ("Qwest") with the Arizona Corporation Commission ("Commission"). Eschelon alleged that Qwest had violated its statutory duty to permit an opt-in pursuant to Section 252(i) of the Telecommunications Act of 1996 (the "Telecom Act"). Eschelon also pled various other theories that were essentially indistinguishable from its Telecom Act claim, and requested retroactive rate credits. After expedited proceedings established by stipulation, the Administrative Law Judge ("ALJ") issued a Recommended Opinion and Order ("Recommended Order") on April 5, 2004.

Qwest hereby files its Exceptions to the Recommended Order. The Recommended Order erroneously finds that Eschelon made a proper request to opt into a rate contained

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On October 6, 2003 Qwest filed a combined motion to dismiss and answer denying the allegations in Eschelon's complaint. Eschelon filed a response to Qwest's motion to dismiss on October 24, 2003, and Qwest filed a reply on November 10, 2003. The parties stipulated to the relevant facts, filed simultaneous briefs on December 11, 2003, and filed simultaneous reply briefs on December 19, 2003. The ALJ heard oral argument on the issues raised by the parties on December 30, 2003.

in Qwest's interconnection agreement with McLeodUSA Telecommunications Services, Inc. ("McLeod"). There is ample evidence in the record, dating from Eschelon's original letter in October 2002, which shows that while Eschelon was interested in lower rates for its service, it did not intend to opt into the McLeod amendment. Rather, Eschelon sought different services and a different termination date than the McLeod amendment. Qwest responded promptly seeking clarification or negotiations, but Eschelon failed to clarify its request for over nine months. The Recommended Order would reward Eschelon's dilatory behavior by giving Eschelon a retroactive credit to cover that nine-month period.

#### II. DISCUSSION

The Recommended Order correctly notes that Eschelon and McLeod's interconnection agreements differed in several important ways. Most obviously, the termination dates and volume commitments were different. Recommended Order at 3, ¶ 15. In addition, Eschelon's version of UNE-Star included different features at a different rate. *Id.*, ¶ 16. However, the Recommended Order reaches several conclusions that are incorrect. Most importantly, the Recommended Order erroneously concludes that Eschelon made a valid opt-in request as of October 29, 2002. *Id.* at 6-7, ¶ 32. In addition, the Recommended Order appears to find that Qwest insisted on negotiating over other terms rather than acting on Eschelon's purported opt-in request. *Id.* at 7, ¶ 33. Finally, the Recommended Order incorrectly determines that only the termination date was legitimately related to the amended rate term of McLeod's agreement. *Id.* at 6, ¶¶ 29-32.

### A. Eschelon did not make a proper opt-in request in October 2002.

In finding that Eschelon made a proper opt-in request, the Recommended Order overlooks critical aspects of Eschelon's request that clearly demonstrate Eschelon did not have the same pricing or service package as McLeod, did not request the same terms and conditions as McLeod, and did not accept the same termination date as McLeod. Any one of these three conditions causes an opt-in request to fail; however, the Recommended Order ignores these flaws in Eschelon's request.

In considering this case, the Commission should scrutinize Eschelon's opt-in request, as that request was the only information Qwest had at the time it made an initial determination that the request was ambiguous and not a proper opt-in. It would appear that Eschelon carefully drafted the request to avoid committing to the same terms and conditions as McLeod, to avoid discussing the pre-existing price difference between Eschelon's and McLeod's agreements, and to avoid committing to the termination date of the McLeod amendment. The relevant language of Eschelon's "opt-in" request is as follows:

Eschelon requests to opt-in to page 2 of the amendment to Attachment 3.2 of the Qwest-McLeod Interconnection Agreement, consisting of Platform recurring rates that are effective from September 20, 2002, until December 31, 2003 (See attached.)

Eschelon requests that page 9 of Attachment 3.2 of Eschelon's Interconnection Agreement Amendment terms with Qwest, dated November 15, 2000, be amended to add the rates in the attached page from the McLeod Amendment to the end of the "Platform recurring rates" column, under the heading "Prices for Offering," and to indicate the specified time period within the term of the Eschelon Amendment that the McLeod Amendment rates apply (e.g., effective as of September 20, 2002), as noted on page 2 of the McLeod Amendment.

Joint Statement of Undisputed Facts, Ex. A. As written, Eschelon's request would simply substitute prices from the McLeod agreement into the Eschelon agreement, which would have resulted in those new prices being effective for the entire term of the Eschelon agreement, rather then for the term of the McLeod agreement. Notably, the last sentence of Eschelon's request (as quoted above) identifies a start date for the McLeod rates, but not the corresponding termination date. Qwest reasonably sought to explore this issue in its November 8, 2002 letter to Eschelon. Joint Statement of Undisputed Facts, Ex. B.

Under the circumstances, Qwest was entirely justified in requesting negotiations, or in the alternative, requesting additional information from Eschelon, which it did. In response, Eschelon took an extreme position and refused to clarify its request at all. At the hearing in this matter, Eschelon's counsel clearly stated that Eschelon's "position was

nonnegotiable, if you will. It was, we want the McLeod rates imported into our agreement." Transcript of Proceedings (Dec. 30, 2003) ("TR") at 30:15-17. If this "nonnegotiable" request were implemented as written, Eschelon would have the benefit of the McLeod rates without agreeing to all related terms and conditions, especially the termination date. This is improper under an opt-in request. Requesting carriers are entitled to opt-in only "upon the same rates, terms, and conditions as those provided in the agreement" to which the carrier requests opt-in. 47 C.F.R. § 51.809 (2003).

In addition, the Recommended Order fails to recognize the significance of Eschelon's AIN feature and directory listing package. *See* Recommended Order at 6, ¶31. Prior to the McLeod amendment at issue here, Eschelon and McLeod had different prices in their interconnection agreements for different service packages. Recommended Order at 3, ¶16. Qwest disagrees with the ALJ's conclusion that the AIN feature package is not "legitimately related to the UNE-Star rate." *Id.* at 6, ¶31. Eschelon's rate including the AIN features and listings is indisputably higher – Eschelon negotiated with Qwest to amend the UNE-E arrangement in July of 2001, agreeing to pay a flat rate of \$31.15 for a UNE-E service package that included additional AIN features and listings. *Id.* at 3, ¶16. *See also* Amendment to Interconnection Agreement between Eschelon and Qwest, July

Although Eschelon now claims that its October 2002 letter unambiguously requested the rate only until December 31, 2003, Eschelon had maintained that it was entitled to a longer term for the McLeod pricing up through the time it filed its Complaint in September 2003. See Reply Brief of Eschelon Telecom of Minnesota, Inc. at 2, ("Eschelon is asking to pay the same rates as McLeod for the same service, for a longer term than McLeod . . ..") (Exhibit A to Qwest's Reply in Support of Motion to Dismiss).

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31, 2001, approved by Decision No. 64296, Dec. 28, 2001. For purposes of this case, however, Qwest's primary argument was that Qwest simply could not determine from Eschelon's October 2002 letter whether Eschelon wanted basic UNE-Star service at the McLeod rate, or the enhanced UNE-E service at a different rate.

Eschelon's October 2002 letter clearly requested that "the rates from the attached page" be substituted for Eschelon's previously negotiated rates for the enhanced UNE-E package. Eschelon's October 2002 letter did not mention the AIN feature package at all. Moreover, Eschelon did not cite to its then-effective interconnection agreement amendment and the pricing contained in the July 2001 amendment. Instead, Eschelon cited back to the November 15, 2000 pricing amendment that was superseded by the July 2001 amendment. Thus, Eschelon avoided addressing the question of how Qwest was supposed to handle the fact that Eschelon and McLeod did not have the same services at the same price. The request specified that the rate Eschelon opted into would be the McLeod \$20.61 rate, and the McLeod rate does not cover the additional cost incurred by the service package Eschelon was, and is continuing to purchase. This squarely raises the question of whether Qwest was to implement this request literally by eliminating the additional AIN feature and directory listing package and giving Eschelon the McLeod pricing, or whether Eschelon was really seeking a new, lower rate for its UNE-E service with the additional features included. Qwest asked this question of Eschelon and received no response until August of 2003, many months after Eschelon's original request.

The Recommended Order carries the error further by ordering that Eschelon's unique, negotiated UNE-E rate be divided into two components – the \$20.61 McLeod rate plus the \$.35 AIN feature rate. *Id.* at 8, ¶¶ 8-9 & n.1. Eschelon did not have two separate rates for UNE-Star and AIN features. The \$31.15 rate was the only rate in Eschelon's agreement. Meanwhile, McLeod paid \$30.80 for UNE-Star service that did not include the additional features for which Eschelon had negotiated. The Recommended Order's treatment of the enhanced UNE-E rate as two separate rates shows that the ALJ failed to recognize the reasons why Qwest could not simply implement Eschelon's purported

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opt-in request. The fact that the single UNE-E rate is not the same as McLeod's rate again supports the Qwest position that the final \$20.96 rate was not an opt-in at all, but a negotiated rate.

On identical facts, the Washington State Utilities and Transportation Commission declined to adopt a similar recommended order from an ALJ, and instead found the following:

Eschelon argues that its opt-in request was proper as of 27 the date it presented the request to Qwest. Qwest responds that the request was unclear: not only were the dates in question, but the nature of services provided in the UNE platform package was different for the two CLECs, and the Eschelon rate included AIN services that McLeod did not order or receive. The evidence supports Qwest's contentions. Even at oral argument on review, the parties made differing contentions about the nature of the services that McLeod and Eschelon received under their interconnection agreements, and both parties agree that the Eschelon rate included features that McLeod did not receive. It was simply not a ministerial task to implement Eschelon's request, and Qwest's request for clarification was reasonable.

- According to the information of record, the first communication from Eschelon to Qwest that clearly specified what Eschelon wanted to opt-into is the letter of August 14 in which Eschelon notified Qwest of its intention to pursue enforcement of its interconnection agreement. That was the first time that Eschelon advised Qwest of exactly what opt-in provisions Eschelon wanted, and to which it was entitled.
- Negotiations of parties must be straightforward and in good faith. Here, Qwest's response was prompt and its concerns were well-founded and expressed in a straightforward way. We see no excessive delay.

Washington State Utilities and Transportation Commission, Docket No. UT-033039, Final Order Granting Petition, In Part at 9-10 (Feb. 6, 2004) (emphasis added) (copy provided in this docket by Supplemental Citation to Authority, filed Feb. 10, 2004). The Washington Commission therefore ordered retroactive credits beginning August 14, 2003.

*Id.* at 13. The Washington Commission's analysis was sound and should serve as highly persuasive authority in this case.

In summary, the Recommended Order improperly places the burden of deciphering what Eschelon intended on Qwest. It should not be Qwest's obligation (or right) to unilaterally interpret or "fix" an opt-in request that is unclear. Rather, the burden should be on the carrier seeking opt-in to craft a clear and proper request, and to respond to Qwest in a timely way when Qwest affirmatively seeks clarification. The Recommended Order effectively deprives Qwest of any opportunity to assert legitimately related terms when it receives an opt-in request, or even clarify what terms a requesting CLEC is actually seeking.

### B. Qwest reasonably asked for clarification of Eschelon's opt-in request.

The Recommended Order appears to conclude that Qwest insisted on negotiating over other terms rather than acting on Eschelon's purported opt-in request. *See* Recommended Order at 7, ¶ 33. This is factually incorrect, as Qwest's correspondence in the record clearly shows. Qwest reasonably asked for clarification of Eschelon's opt-in request, and also suggested negotiations as an alternative. Joint Statement of Undisputed Facts, Ex. B & D. Eschelon effectively declined both options, preferring to stand on its initial "nonnegotiable" request and litigate in a series of complaints before various state utility commissions. Eschelon did not even direct its correspondence to Larry Christensen, whom Qwest had repeatedly identified as responsible for interconnection agreements every single time Eschelon contacted Qwest.

# C. The termination date of the lower McLeod rate was not the only legitimately related term of the McLeod agreement.

Qwest maintains that opt-in rights under Section 252(i), strictly defined, do not apply in this case because of the substantial differences in the Eschelon and McLeod agreements. As noted above, the fact that Qwest could not reasonably have implemented Eschelon's ambiguous initial rate request in October 2002 makes it unnecessary to reach this issue, on which the courts have so far offered little guidance. However, if the

Commission declines to resolve the dispute on those grounds, Qwest takes specific exception to the Recommended Order's conclusions regarding legitimately related terms under Section 252(i). As noted above, the AIN feature and directory listing package was an important difference between the Eschelon and McLeod agreements, and Section 252(i) does not create a right for a requesting carrier to opt-in to another carrier's agreement and still receive different services at a different price. *See* Recommended Order at 6, ¶ 31.

In addition, the Recommended Order only considers the termination date of the McLeod rate, not the termination date of the McLeod agreement as a whole. In fact, if Eschelon's request is treated as a strictly proper opt-in, the McLeod amendment clearly shows that termination of the relationship between Qwest and McLeod was a material part of the McLeod amendment. *See* Interconnection Agreement Amendment, Sept. 19, 2002, Administrative Closure No. 65687 (Mar. 5, 2003). The McLeod amendment specifically gives advance notice of termination after December 31, 2003. *Id*.

Finally, Qwest also notes that the Recommended Order errs in concluding that volume was not legitimately related to price in the McLeod agreement. Recommended Order at 6, ¶ 29. The FCC's First Report & Order In the Matter of Implementation of the Local Competition Provisions in the Telecommunications Act of 1996, FCC 96-325 ("FCC's First Report & Order") specifically recognized that term and volume commitments are likely to be relevant to rates:

For instance, where an incumbent LEC and a new entrant have agreed upon a rate contained in a five-year agreement, section 252(i) does not necessarily entitle a third party to receive the same rate for a three-year commitment. Similarly, that one carrier has negotiated a volume discount on loops does not automatically entitle a third party to obtain the same rate for a smaller amount of loops.

FCC's First Report & Order, ¶ 15. The fact that Qwest agreed to a particular UNE rate for carriers with differing volumes at some time in the past does not mean that Qwest must give identical lower rates for widely differing volumes in the future. The logic of Paragraph 29 of the Recommended Order would mean that once Qwest had negotiated a

particular rate with more than one carrier, Qwest could not negotiate a discount for the larger volume carriers, no matter how large the difference in volume. Such a ruling, if applied as precedent, would put Owest at a serious competitive disadvantage because Qwest would not be able to counter competitive offers made to its largest customers.

### D. Effective date of negotiated amendment between Owest and Eschelon.

Qwest also notes that paragraph 23 of the Recommended Order states that the parties entered into a negotiated amendment on September 11, 2003, with new rates scheduled to begin on October 1, 2003. The amendment was executed on September 29, 2003, and provides that the rate change will be made upon execution. In addition, the Recommended Order requires Qwest to refund amounts charged in excess of the requested rate during the effective period of the negotiated amendment. Recommended Order at 7-8, ¶¶ 7-8 & Order. The amounts charged during the effective period of the negotiated amendment are not at issue in this case. Qwest has therefore proposed to amend paragraph 23 of the Findings of Fact, paragraphs 7 and 8 of the Conclusions of Law, and the language of the Order to reflect these dates.

#### III. CONCLUSION

For all the reasons set forth above, Qwest requests that the Commission reverse and modify the Recommended Order as set forth herein and Exhibit A attached hereto.

RESPECTFULLY SUBMITTED this 14th day of April, 2004.

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-and-

Norman Curtright 1 **OWEST CORPORATION** 2 4041 N. Central Avenue Phoenix, AZ 85012 3 (602) 630-2187 4 Attorneys for Qwest Corporation 5 ORIGINAL +13 copies filed this 6 14 day of April, 2004: 7 **Docket Control** 8 ARIZONA CORPORATION COMMISSION 1200 West Washington 9 Phoenix, AZ 85007 10 COPY hand-delivered this day of April, 2004: 11 Chris Kempley, Chief Counsel 12 Legal Division 13 ARIZONA CORPORATION COMMISSION 1200 West Washington 14 Phoenix, AZ 85007 15 16 Jane Rodda, Chief Administrative Law Judge Hearing Division 17 ARIZONA CORPORATION COMMISSION 18 1200 West Washington Phoenix, AZ 85007 19 20 Ernest Johnson, Director **Utilities Division** 21 ARIZONA CORPORATION COMMISSION 1200 West Washington 22 Phoenix, AZ 85007 23 24 COPY mailed this Harday of April, 2004: 25 Thomas H. Campbell 26 Michael T. Hallam LEWIS AND ROCA LLP 27 40 N. Central Avenue 28 Phoenix, Arizona 85004

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PROFESSIONAL CORPORATION
PHOENIX

# **Findings of Fact**

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Page 5, ¶ 21

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21. By letter dated January 16, 2003, Eschelon informed Owest that it interpreted Qwest's November 8, 2002, letter as a stating that in effect Qwest would not agree to Eschelon's request unless Eschelon agreed to adopt all of the terms and conditions in the McLeod agreement, and that Qwest was rejecting Eschelon's opt-in request. Eschelon requested that Qwest explain "how the service that Eschelon would be receiving if it chose to opt-in to the McLeod Amendment as Qwest would allow it, would differ from the service it is receiving today." In addition, Eschelon requested that Qwest specify which terms and conditions in the McLeod agreement would apply to Eschelon should it opt-in to the McLeod Amendment. This response did not significantly clarify Eschelon's rate request.

APPENDIX A QWEST'S PROPOSED AMENDMENTS TO THE RECOMMENDED ORDER

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Page 5, ¶ 22

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22. Qwest responded to Eschelon's January 2003 letter by letter dated February 14, 2003. Qwest reiterated its inability to determine whether by its request, Eschelon intended to change the service offering Qwest was providing. Again, Qwest noted that the differences between the McLeod agreement and the Eschelon agreement were readily evident, but Qwest offered to send Eschelon a copy of the relevant documents and again suggested that to pursue opt-in that Eschelon contact Mr. Christensen, its Director of Interconnection Agreements.

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Page 5, ¶ 23

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23. Eschelon's letter of August 14, 2003, conceding that Eschelon's rate should be \$.35 higher than McLeod's rate, is the first evidence in the record showing that Eschelon made the terms of its rate request reasonably clear to Qwest. On September 11 29, 2003, Eschelon and Qwest entered into an amendment to their interconnection agreement that reduced Eschelon's rate to \$20.96 per month, consisting of the McLeod rate plus \$.35, for the period from October 1, 2003 the date of execution to December 31, 2003. After that date, per the amendment, the Eschelon rate will revert back to the previous rate of \$31.15 per month until the termination date of the Eschelon agreement, December 31, 2005.

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Page 6,  $\P 29$  – delete 26

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Page 6, ¶ 30

30.—29. The earlier termination date in the McLeod agreement is legitimately related to the lower UNE-Star rate. Agreeing to a lower rate that terminates on December 31, 2003 is significantly different that than locking in the same rate for a period that terminates December 31, 2005. The proposed termination date in Eschelon's letter of October 29, 2002 is ambiguous and potentially subject to different interpretations. Qwest's request for clarification was reasonable under the circumstances.

Page 6,  $\P$  31 – delete and replace with the following:

30. It is undisputed that at the time of Eschelon's rate request, Eschelon was paying \$.35 more per line than McLeod because of the additional AIN feature and directory listing package included in Eschelon's version of UNE-Star. Eschelon's letter of October 29, 2002 is ambiguous as to the treatment of the additional feature package. Qwest's request for clarification was reasonable under the circumstances.

Page 6-7,  $\P$  32 – delete and replace with the following:

31. Because Eschelon's October 29, 2002 letter was ambiguous as to both termination date and the status of the AIN feature and directory listing package, it is not necessary to reach the question of whether the McLeod volume requirements were legitimately related to the lower rates established under the McLeod amendment.

Page 7,  $\P$  33 – delete and replace with the following:

32. Eschelon's October 29, 2002 rate request was not a proper opt-in within the meaning of Section 252(i) of the 1996 Act. Because Eschelon's request was ambiguous as to material terms, implementation of Eschelon's request was not merely a ministerial task, and further clarification or negotiation was required in order to amend the interconnection agreement between the parties.

Page 7,  $\P$  34 – delete and replace with the following:

33. An ILEC should not be permitted to delay implementation of valid opt-in requests, but a CLEC cannot expect an ILEC to guess at the terms of a vague or ambiguous opt-in request. The most effective way to balance the interests of an ILEC and a requesting CLEC is to hold that a requesting CLEC is entitled to the benefits of an opt-in as of the date that the CLEC makes a clear and specific request in accordance with reasonable opt-in procedures established by the ILEC.

Insert the following additional paragraph:

34. Under the circumstances of this case, Eschelon is entitled to a per-line UNE-Star rate based on the \$20.61 McLeod rate plus \$.35, for a total monthly UNE-E rate of \$20.96. This rate shall be effective on August 14, 2003, the date that Eschelon made the

1 terms of its rate request reasonably clear to Qwest, and Qwest shall credit Eschelon any amount it collected from Eschelon in excess of the \$20.96 rate from August 14, 2003 until 2 the negotiated amendment between the parties went into effect on or about October 1. 2003. 3 4 **Conclusions of Law** 5 Page 7-8, ¶ 7 6 The Eschelon opt-in rate request is effective from the date Eschelon 7 presented a sufficient statement of its request to Owest, October 29, 2002, August 14. 2003, until the date the negotiated amendment between the parties went into effect, 8 September 29, 2003. provision is terminated in the McLeod Agreement, December 31. 9 2003. 10 Page 8, ¶ 8 11 Eschelon is entitled to a refund of any amounts Owest charged it in excess 12 of \$20.61<sup>4</sup> \$20.96 for UNE-Star for the period October 29, 2002, August 14, 2003 through the date the negotiated amendment between the parties went into effect, September 29. 13 2003. December 31, 2003. 14 Order 15 16 IT IS THEREFORE ORDERED that Eschelon is entitled to opt-in to a rate of \$20.96, based on the \$20.61 McLeod UNE-Star pricing amendment plus an additional 17 \$.35 for the AIN feature and directory listing package from October 29, 2002, August 14. 2003 to the date the negotiated amendment between the parties went into effect, 18 September 29, 2003. December 31, 2003. 19 IT IS FURTHER ORDERED that within thirty days of the effective date of this 20 Order, Qwest shall refund any amounts it charged Eschelon for UNE-Star in excess of the \$20.61 \$20.96 rate from October 29, 2002, August 14, 2003 until the date the negotiated 21 amendment between the parties went into effect, September 29, 2003. December 31. 22 <del>2003.</del> 23 24 PHX/1533998 25 26 27

<sup>&</sup>lt;sup>1</sup> This amount does not include the \$.35 that Qwest is entitled to charge for AIN features.

# **EXCEPTIONS** Routing Sheet

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